

Interior, Environment, and Related Agencies: FY2013 and FY2014 Appropriations

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Summary

The Interior, Environment, and Related Agencies appropriations bill includes funding for most of the Department of the Interior (DOI) and for agencies within other departments—including the Forest Service within the Department of Agriculture and the Indian Health Service within the Department of Health and Human Services. It also provides funding for the Environmental Protection Agency (EPA), arts and cultural agencies, and numerous other entities.

For FY2014, \$30.12 billion was appropriated for the approximately 30 agencies and entities typically funded in the annual Interior, Environment, and Related Agencies appropriations law. This total included appropriations in P.L. 113-76, the Consolidated Appropriations Act, 2014, and additional funding for Wildland Fire Management in P.L. 113-46, the Continuing Appropriations Act, 2014. For the 10 major DOI agencies in Title I of the bill, the appropriation was \$10.47 billion, or 34.8% of the total enacted. For EPA, funded by Title II of the bill, the appropriation was \$8.20 billion, or 27.2% of the total. For about 20 agencies and other entities typically funded in Title III of the bill, the appropriation was \$11.44 billion, or 38.0% of the total.

The FY2014 total appropriation was an increase of \$431.5 million (1.5%) over the total FY2013 appropriation of \$29.69 billion. This FY2013 level included full-year and supplemental appropriations, and reflected reductions from sequestration and an across-the-board rescission. Excluding supplemental appropriations for FY2013 for disaster relief (in P.L. 113-2), the FY2014 appropriation was an increase of \$1.80 billion (6.4%) over the \$28.32 billion FY2013 appropriation. In addition, relative to FY2012 appropriations of \$29.23 billion, the FY2014 appropriation was an increase of \$891.4 million (3.0%).

Neither the House nor Senate Appropriations Committee reported a regular appropriations bill for Interior, Environment, and Related Agencies for FY2014. However, the FY2014 appropriation was \$5.78 billion (23.7%) more than the \$24.34 billion in a House Interior Appropriations Subcommittee draft, but \$717.0 million (2.3%) less than the \$30.84 billion in a draft of the leaders of the Senate Interior Appropriations Subcommittee. Further, as compared with the President's request of \$29.91 billion, the FY2014 appropriation was \$206.3 million (0.7%) higher.

Because a FY2014 appropriations bill for Interior, Environment, and Related Agencies had not been enacted at the start of the fiscal year on October 1, 2013, agencies funded by the bill initially received FY2014 appropriations under a short-term continuing resolution (P.L. 113-46, extended by P.L. 113-73). The continuing resolution generally extended appropriations for continuing projects and activities at the FY2013 post-sequestration, post-rescission levels. The law provided exceptions for Wildland Fire Management. The enactment of P.L. 113-46 ended the funding gap and partial government shutdown that began on October 1, 2013.

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Introduction

The annual Interior, Environment, and Related Agencies appropriations bill¹ includes funding for agencies and programs in three separate federal departments as well as numerous related agencies. The bill typically contains three primary titles. Title I provides funding for most Department of the Interior (DOI) agencies,² many of which manage land and other natural resource or regulatory programs. Title II contains appropriations for the Environmental Protection Agency (EPA). Title III funds agencies in other departments, such as the Forest Service in the Department of Agriculture and the Indian Health Service in the Department of Health and Human Services; arts and cultural agencies, such as the Smithsonian Institution; and various other entities. Title III of the bill is referred to as “Related Agencies.”

This report focuses on FY2014 enacted appropriations for Interior, Environment, and Related Agencies. It first compares FY2014 enacted appropriations with FY2013 enacted appropriations. It next compares the FY2014 enacted appropriations with those requested by the President; recommended by the House Appropriations Subcommittee on Interior, Environment, and Related Agencies; and proposed by the leaders of the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies. Finally, the report compares FY2014 appropriations with FY2012 appropriations. Comparisons generally are at the agency level.

Appropriations are complex. For example, the budget requests for some agencies are large, numbering several hundred pages and containing numerous funding, programmatic, and legislative changes for congressional consideration. Further, appropriations laws provide funds for numerous accounts, activities, and subactivities, and the accompanying explanatory statements provide additional directives and other important information. This report does not provide account- and subaccount-level information, or information on budgetary reorganizations or legislative changes proposed or enacted. For information on FY2014 funding for individual accounts, programs, or activities administered by a particular agency, contact the key policy staff identified at the end of this report. Similarly, for information on FY2013 appropriations for accounts, programs, or activities of a particular agency, including the effects of sequestration and the across-the-board rescission, contact the key policy staff.

FY2014 Continuing Appropriations

As of the start of the fiscal year on October 1, 2013, none of the 12 regular appropriations bills for FY2014, including Interior, Environment, and Related Agencies, had been enacted. Further, no interim continuing resolution had been enacted to provide appropriations for the projects and activities covered by the 12 appropriations bills.³ As a result, a funding gap and partial government shutdown began on October 1, 2013, and lasted 16 days until the enactment of a short-term continuing resolution (CR) on October 17, 2013 (P.L. 113-46). The CR included appropriations for continuing projects and activities funded in the Interior, Environment, and Related Agencies appropriations law for FY2013, at the FY2013 post-sequestration, post-rescission levels. The law provided exceptions for Wildland Fire Management of the Department

¹ Hereinafter this bill is sometimes referred to as the Interior bill.

² The exceptions are the Bureau of Reclamation and the Central Utah Project, which receive appropriations through Energy and Water Development Appropriations laws.

³ However, an automatic continuing resolution to provide FY2014 pay and allowances for certain members of the Armed Forces, Department of Defense civilian personnel, and contractors was enacted on September 30, 2013 (P.L. 113-39).

of the Interior and the Forest Service, under specified terms and conditions. It provided continuing appropriations for FY2014 through January 15, 2014. P.L. 113-73 extended continuing appropriations for FY2014 through January 18, 2014.⁴

During the funding gap, agencies generally were prohibited by the Antideficiency Act from spending funds in advance of or in excess of appropriations. Exceptions in the law allow some agency functions to continue, for instance, for “emergencies involving the safety of human life or the protection of property.”⁵ Under guidance issued by the Office of Management and Budget, agencies in the Interior bill developed plans that generally summarized agency activities that would cease and agency activities that would continue during a lapse in appropriations for FY2014.⁶ These plans also typically identified the number of employees expected to be retained and the number expected to be furloughed. For instance, an overview plan for DOI issued in advance of the lapse in appropriations had estimated that of 72,562 employees in pay status, 58,765 employees would be furloughed in the event of a lapse in appropriations.⁷ The plan further summarized that:

All areas of the National Park and National Wildlife Refuge Systems would be closed and public access would be restricted. The Bureau of Land Management would terminate all nonemergency activities on the public lands. The scientific work of the U.S. Geological Survey would be halted or conducted in a custodial manner. Only those activities needed to respond to emergency situations would be conducted by the Office of Surface Mining. The Bureau of Ocean Energy Management and the Bureau of Safety and Environmental Enforcement would continue to ensure the safety of drilling and production operations and issue drilling and other offshore permits, however renewable activities and five year plan work would be terminated. Most activities at Bureau of Indian Affairs agency, regional and headquarters offices would be suspended. Activities to continue required payments to beneficiaries would continue. The Office of the Special Trustee for American Indians would maintain minimum operations necessary to issue checks to beneficiaries.⁸

Additional details for each DOI agency were included in agency-specific plans.⁹ The cessation or curtailment of some activities and services during the funding gap, such as the closure of national park units, was controversial among some Members of Congress and segments of the public.

⁴ For a discussion of continuing resolutions generally, see CRS Report R42647, *Continuing Resolutions: Overview of Components and Recent Practices*, by Jessica Tollestrup. For an overview of federal funding gaps since FY1977, see CRS Report RS20348, *Federal Funding Gaps: A Brief Overview*, by Jessica Tollestrup. For an overview of government shutdowns, see CRS Report RL34680, *Shutdown of the Federal Government: Causes, Processes, and Effects*, coordinated by Clinton T. Brass.

⁵ 31 U.S.C. 1342. The authority to continue some activities during a lapse in appropriations is governed by the Antideficiency Act, as interpreted by Department of Justice legal opinions and reflected in Office of Management and Budget guidance to executive agencies. For additional information, see CRS Report RL30795, *General Management Laws: A Compendium*, by Clinton T. Brass et al., pp. 93-97.

⁶ These “contingency plans” for agencies throughout government are on the White House website at <http://www.whitehouse.gov/omb/contingency-plans>.

⁷ These figures included employees of the Bureau of Reclamation, which receives appropriations through the Energy and Water Development Appropriations bill.

⁸ See “Departmental Contingency Plan,” p. 1, on the DOI website at <http://www.doi.gov/shutdown/fy2014/upload/DOI-Summary-Contingency-Plan.pdf>.

⁹ The agency-specific plans are on the website of the Department of the Interior at <http://www.doi.gov/shutdown/index.cfm>.

FY2014 Enacted Appropriations

Components of the FY2014 Appropriation

For FY2014, \$30.12 billion was appropriated for the approximately 30 agencies and entities typically funded in the annual Interior, Environment, and Related Agencies appropriations law. Most of this funding was provided in the Consolidated Appropriations Act, 2014.¹⁰ However, \$628.5 million of the total was included in the Continuing Appropriations Act, 2014.¹¹

For the 10 major DOI agencies¹² in Title I of the bill, the appropriation was \$10.47 billion, or 34.8% of the total enacted. For EPA, funded by Title II of the bill, the appropriation was \$8.20 billion, or 27.2% of the total. For about 20 agencies and other entities typically funded in Title III of the bill, the appropriation was \$11.44 billion, or 38.0% of the total.

Appropriations enacted for agencies vary widely for a number of reasons, relating to the number, breadth, and complexity of agency responsibilities; alternative sources of funding (e.g., mandatory appropriations); and Administration and congressional priorities, among other factors. Thus while the FY2014 appropriations covered approximately 30 agencies, funding for a small subset accounted for most of the total. For example, the appropriations for three agencies—EPA, Forest Service, and Indian Health Service—were about three-fifths (60.1%) of the total enacted. Further, more than three-quarters (77.0%) of the total appropriation was for these three agencies and two others—National Park Service and Bureau of Indian Affairs.

For DOI agencies, the FY2014 appropriations ranged from \$69.0 million for the Bureau of Ocean Energy Management to \$2.56 billion for the National Park Service. The individual appropriations for 5 of the 10 agencies exceeded \$1 billion. Nearly half (48.6%) of the \$10.47 billion for DOI agencies was for two agencies—the National Park Service and Bureau of Indian Affairs.

For Related Agencies in Title III, the appropriations showed even more variation. They ranged from \$1.0 million for the Dwight D. Eisenhower Memorial Commission to \$5.48 billion for the Forest Service. In addition to the Forest Service, the Indian Health Service received more than \$4 billion. By contrast, fourteen agencies received less than \$80 million each, including eight with appropriations of less than \$10 million each.

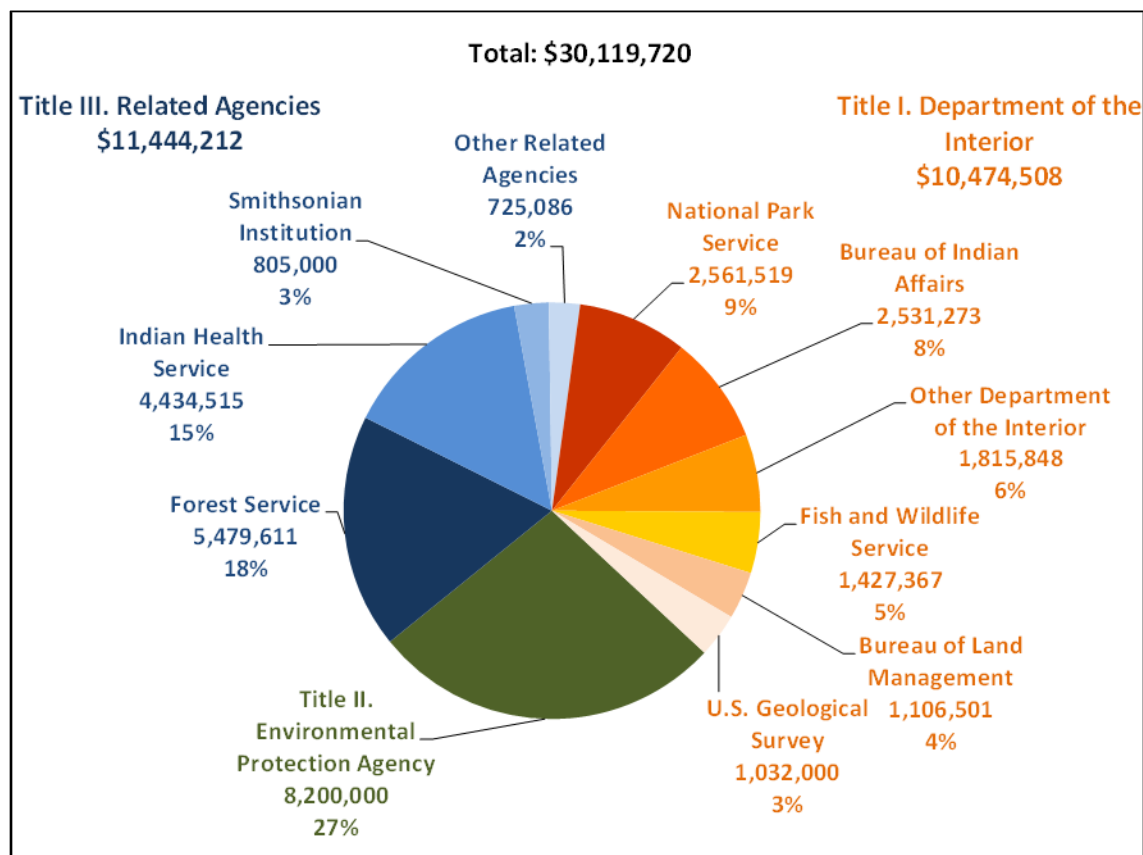
Figure 1, below, identifies the share of the FY2014 appropriation for each of the three titles of the Interior bill. It also depicts the portion of funding enacted for particular agencies. **Table 1** contains the amounts enacted for FY2014 for each agency within the Interior bill.

¹⁰ P.L. 113-76, the Consolidated Appropriations Act, 2014, was enacted on January 17, 2014. Division G of the law contained appropriations for Interior, Environment, and Related Agencies.

¹¹ P.L. 113-46, the Continuing Appropriations Act, 2014, was enacted on October 17, 2013. Section 136 of Division A contained \$600.0 million for the Forest Service for Wildland Fire Management. Section 135 of Division A contained \$36.0 million for DOI for Wildland Fire Management. Of the DOI appropriation, \$7.5 million of unobligated balances was rescinded by P.L. 113-76, resulting in \$28.5 million for DOI. Under P.L. 113-46, the funds were to be used for “urgent wildland fire suppression,” under certain terms and conditions. For additional information on funding for Wildland Fire Management, see CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by Kelsi Bracmort.

¹² “Agencies” is used to encompass eight DOI agencies, Departmental Offices, and Department-Wide Programs.

Figure I. Interior, Environment, and Related Agencies: FY2014 Appropriations
(\$ in thousands)



Source: Prepared by CRS with data from the House Appropriations Committee.

Note: The total appropriation (\$30,119,720,000) includes \$1.0 million that is not reflected in the agency appropriations in the figure.

FY2014 Appropriations Compared with FY2013 Appropriations

The FY2014 appropriation of \$30.12 billion for Interior, Environment, and Related Agencies was an increase of \$431.5 million (1.5%) over the total FY2013 appropriation of \$29.69 billion. This FY2013 level included full-year appropriations in P.L. 113-6, reimbursement for transfers to DOI and FS Wildland Fire Management in P.L. 112-175,¹³ and supplemental appropriations for disaster relief in P.L. 113-2.¹⁴ It also reflected reductions under the President's sequester order of

¹³ P.L. 113-6, the Consolidated and Further Continuing Appropriations Act, 2013, was enacted on March 26, 2013. Division F of the law contained the Further Continuing Appropriations Act, 2013. The law provided full-year continuing appropriations for Interior, Environment, and Related Agencies through September 30, 2013. P.L. 113-6 superseded an earlier continuing appropriations resolution for FY2013, P.L. 112-175. P.L. 112-175, the Continuing Appropriations Resolution, 2013, was enacted on September 28, 2012. For information on provisions of P.L. 113-6 and P.L. 112-175 pertaining to Interior, Environment, and Related Agencies, see CRS Report R42525, *Interior, Environment, and Related Agencies: FY2013 Appropriations*, coordinated by Carol Hardy Vincent. For a broader overview of provisions in both laws, see CRS Report R42782, *FY2013 Continuing Resolutions: Analysis of Components and Congressional Action*, by Jessica Tollestrup.

¹⁴ P.L. 113-2, the Disaster Relief Appropriations Act, 2013, was enacted on January 29, 2013. For information on disaster relief appropriations for Interior, Environment, and Related Agencies, as well as other departments and

March 1, 2013,¹⁵ and an across-the-board rescission of 0.2% under P.L. 113-6. However, the FY2014 appropriation was an increase of \$1.80 billion (6.4 %) over the FY2013 appropriation of \$28.32 billion, which excluded the supplemental appropriations for disaster relief in P.L. 113-2.

Relative to total FY2013 appropriations, the FY2014 appropriation reflected both increases and decreases for different agencies. For instance, the total appropriation decreased by \$217.8 million (2.0%) for all DOI agencies, decreased by \$278.4 million (3.3%) for EPA, and increased by \$926.8 million (8.8%) for all Related Agencies in Title III.

The overall decrease in appropriations for FY2014 for DOI agencies can be attributed primarily to reductions for the National Park Service and DOI Departmental Offices. The reduction for the NPS was \$213.4 million (7.7%) and for Departmental Offices was \$315.9 million (33.7%). In both cases, the FY2013 appropriation included relatively large supplemental appropriations for disaster relief, as shown in **Table 1**.¹⁶ Despite the decrease for DOI agencies collectively, most DOI agencies received increased appropriations for FY2014. The Bureau of Indian Affairs received the largest dollar increase (\$142.2 million, 6.0%).

The overall decrease in appropriations for EPA reflected various increases and decreases for agency accounts, programs, and activities. The biggest dollar decrease was for the State and Tribal Assistance Grants (STAG) account, in large part because the FY2013 appropriation included supplemental appropriations for disaster relief.¹⁷ STAG grants include Clean Water State Revolving Fund capitalization grants and Drinking Water State Revolving Fund capitalization grants, among other state and tribal grants. Clean Water State Revolving Funds support municipal wastewater infrastructure projects, such as constructing or upgrading sewage treatment plants needed to comply with the Clean Water Act. Drinking Water State Revolving Funds support drinking water infrastructure projects to facilitate compliance with the Safe Drinking Water Act and to meet the act's health goals.¹⁸ The largest dollar increase in FY2014 appropriations for EPA accounts was for the Environmental Programs and Management account.¹⁹

The FY2014 appropriation was an increase for nearly all agencies in Title III. However, most of the overall increase was due to augmented appropriations for the Forest Service (of \$554.9 million, 11.3%) and the Indian Health Service (of \$303.7 million, 7.4%). The increase for the

agencies, see CRS Report R42869, *FY2013 Supplemental Funding for Disaster Relief*, coordinated by William L. Painter and Jared T. Brown.

¹⁵ An overview of the sequester procedure is provided in CRS Report R42949, *The American Taxpayer Relief Act of 2012: Modifications to the Budget Enforcement Procedures in the Budget Control Act*, by Bill Heniff Jr. As described in the report, the Budget Control Act of 2011 “established statutory limits on the amount of budget authority provided and controlled through the appropriations process for each fiscal year covering FY2012-FY2021. These limits are primarily enforced through a sequestration process. Generally, if discretionary appropriations for a fiscal year exceed the statutory limits for that year, the President is required to issue a sequestration order canceling budgetary resources in nonexempt accounts by an amount necessary to eliminate the breach (i.e., the excess spending).” The American Taxpayer Relief Act of 2012 modified the procedures in the Budget Control Act of 2011. See also CRS Report R41965, *The Budget Control Act of 2011*, by Bill Heniff Jr., Elizabeth Rybicki, and Shannon M. Mahan.

¹⁶ The National Park Service received \$377.3 million in supplemental appropriations for FY2013 for disaster relief. Under DOI's Departmental Offices account, the Office of the Secretary received \$341.9 million in supplemental appropriations for allocation to agencies and bureaus for expenses related to the consequences of Hurricane Sandy.

¹⁷ Of the \$577.3 million in FY2013 supplemental appropriations to EPA for disaster relief, \$570.0 million was for STAG grants. Of the \$570.0 million, \$475.0 million was for the Clean Water State Revolving Fund and \$95.0 million was for the Drinking Water State Revolving Fund.

¹⁸ For historical funding information for the State Revolving Funds, see CRS Report 96-647, *Water Infrastructure Financing: History of EPA Appropriations*, by Claudia Copeland. For information on EPA appropriations generally, contact Robert Esworthy.

¹⁹ For additional information on FY2013 funding for EPA, see CRS Report R43207, *Environmental Protection Agency (EPA): Appropriations for FY2013 in P.L. 113-6*, by Robert Esworthy and David M. Bearden.

Forest Service was primarily for suppressing wildland fires. The additional funding for the Indian Health Service was for clinical services and contract support costs, among other programs.

Table 1 identifies the FY2013 and FY2014 appropriations for each agency and title within the Interior, Environment, and Related Agencies appropriations bill. Data column one presents the FY2013 full-year appropriations (P.L. 113-6) and reimbursements for fire transfers (P.L. 112-175). Data column two shows the FY2013 supplemental appropriations for disaster relief (P.L. 113-2). Data column three provides FY2013 total appropriations. Data column four lists the FY2014 appropriations. Data column five contains the percent change from the FY2013 appropriation without disaster relief to the FY2014 appropriation. Data column six contains the percent change from the FY2013 total to the FY2014 appropriation.

Table 1. Interior, Environment, and Related Agencies: FY2014 Appropriations Compared with FY2013 Appropriations

(\$ in thousands)

Bureau or Agency	FY2013 Approps.	FY2013 Supp. Approps., (P.L. 113-2)	FY2013 Total	FY2014 Approps.	% Change from FY2013 w/o Supp. to FY2014	% Change from FY2013 Total to FY2014
<i>Title I: Department of the Interior</i>						
Bureau of Land Management	1,036,437	0	1,036,437	1,106,501	6.8%	6.8%
U.S. Fish and Wildlife Service	1,382,405	64,630	1,447,035	1,427,367	3.3%	-1.4%
National Park Service	2,397,642	377,304	2,774,946	2,561,519	6.8%	-7.7%
U.S. Geological Survey	1,012,168	0	1,012,168	1,032,000	2.0%	2.0%
Bureau of Ocean Energy Management	51,520	0	51,520	69,000	33.9%	33.9%
Bureau of Safety and Environmental Enforcement	66,231	2,850	69,081	78,644	18.7%	13.8%
Office of Surface Mining Reclamation and Enforcement	142,261	0	142,261	150,112	5.5%	5.5%
Bureau of Indian Affairs	2,389,058	0	2,389,058	2,531,273	6.0%	6.0%
Departmental Offices	596,663	341,938	938,601	622,749	4.4%	-33.7%
Office of the Secretary	248,260	341,938	590,198	264,000	6.3%	-55.3
Insular Affairs	100,809	0	100,809	102,441	1.6%	1.6%
Office of the Solicitor	62,728	0	62,728	65,800	4.9%	4.9%
Office of Inspector General	46,808	0	46,808	50,831	8.6%	8.6%
Office of Special Trustee for American Indians	138,058	0	138,058	139,677	1.2%	1.2%
Department-Wide Programs	869,239	0	869,239	934,343	7.5%	7.5%
Wildland Fire Management	794,715 ^a	0	794,715	861,482	8.4%	8.4%
Central Hazardous Materials Fund	9,603	0	9,603	9,598	-0.1%	-0.1%
Natural Resource Damage Assessment Fund	6,240	0	6,240	6,263	0.4%	0.4%

Bureau or Agency	FY2013 Approps.	FY2013 Supp. Approps., (P.L. 113-2)	FY2013 Total	FY2014 Approps.	% Change from FY2013 w/o Supp. to FY2014	% Change from FY2013 Total to FY2014
<i>Working Capital Fund</i>	58,681	0	58,681	57,000	-2.9%	-2.9%
Total, Title I: Department of the Interior^b	9,905,624	786,722	10,692,346	10,474,508	5.7%	-2.0%
Subtotal: Title II: Environmental Protection Agency	7,901,104	577,339	8,478,443	8,200,000	3.8%	-3.3%
<u><i>Title III: Related Agencies</i></u>						
Forest Service	4,920,515 ^c	4,180	4,924,695	5,479,611	11.4%	11.3%
Indian Health Service	4,130,848	0	4,130,848	4,434,515	7.4%	7.4%
National Institute of Environmental Health Sciences	74,808	0	74,808	77,349	3.4%	3.4%
Agency for Toxic Substances and Disease Registry	72,228	0	72,228	74,691	3.4%	3.4%
Council on Environmental Quality and Office of Environmental Quality	2,984	0	2,984	3,000	0.5%	0.5%
Chemical Safety and Hazard Investigation Board	10,547	0	10,547	11,000	4.3%	4.3%
Office of Navajo and Hopi Indian Relocation	7,302	0	7,302	7,341	0.5%	0.5%
Institute of American Indian and Alaska Native Culture and Arts Development	8,074	0	8,074	9,369	16.0%	16.0%
Smithsonian Institution	772,742	1,900	774,642	805,000	4.2%	3.9%
National Gallery of Art	121,662	0	121,662	133,000	9.3%	9.3%
John F. Kennedy Center for the Performing Arts	34,866	0	34,866	34,398	-1.3%	-1.3%
Woodrow Wilson International Center for Scholars	10,413	0	10,413	10,500	0.8%	0.8%
National Endowment for the Arts	138,383	0	138,383	146,021	5.5%	5.5%
National Endowment for the Humanities	138,383	0	138,383	146,021	5.5%	5.5%
Commission of Fine Arts	2,271	0	2,271	2,396	5.5%	5.5%
National Capital Arts and Cultural Affairs	1,892	0	1,892	2,000	5.7%	5.7%
Advisory Council on Historic Preservation	6,703	0	6,703	6,531	-2.6%	-2.6%
National Capital Planning Commission	7,715	0	7,715	8,084	4.8%	4.8%
U.S. Holocaust Memorial Museum	48,064	0	48,064	52,385	9.0%	9.0%
Dwight D. Eisenhower Memorial Commission	947	0	947	1,000	5.6%	5.6%

Bureau or Agency	FY2013 Approps.	FY2013 Supp. Approps., (P.L. 113-2)	FY2013 Total	FY2014 Approps.	% Change from FY2013 w/o Supp. to FY2014	% Change from FY2013 Total to FY2014
Subtotal: Title III: Related Agencies	10,511,347	6,080	10,517,427	11,444,212	8.9%	8.8%
Total: Interior, Environment, and Related Agencies^d	28,318,075	1,370,141	29,688,216	30,119,720	6.4%	1.5%

Source: Prepared by CRS with data for FY2013 and FY2014 appropriations from the House Appropriations Committee, and for FY2013 supplemental appropriations in P.L. 113-2 primarily from agency budget offices.

- Amount includes \$23.0 million in P.L. 112-175 as reimbursement for transfer to Wildland Fire Management.
- DOI totals reflect a state royalty administrative cost deduction not shown in the column amounts above. The deduction for FY2013 was -\$38.0 million and for FY2014 was -\$39.0 million.
- Amount includes \$379.9 million in P.L. 112-175 as reimbursement for transfer to Wildland Fire Management.
- Amounts generally do not reflect scorekeeping adjustments. FY2013 amounts reflect the President's sequester order of March 1, 2013, and an across-the-board rescission of 0.2% under P.L. 113-6. The total appropriation in data column one reflected FY2013 full-year appropriations in P.L. 113-6 and reimbursements for fire transfer in P.L. 112-175. It included \$28.41 billion in appropriations and \$87.5 million in rescissions. The total appropriation in data column two was provided in P.L. 113-2, as reduced by the sequester. Specifically, the law provided \$1.44 billion in supplemental appropriations for disaster relief for various agencies and programs, which total was reduced to \$1.37 billion under the sequester. The FY2013 total appropriation in data column three is the sum of the appropriations in the prior two columns. The FY2014 appropriation in data column four reflected appropriations of \$30.16 billion, including \$1.0 million for stewardship contracting not shown in the column amounts above, and rescissions of \$35.5 million. It also reflected \$628.5 million for Wildland Fire Management under P.L. 113-46 (including a rescission in P.L. 113-76).

FY2014 Enacted Appropriations Compared with the President's FY2014 Request

The President's FY2014 request contained \$29.91 billion for Interior, Environment, and Related Agencies. For the 10 major DOI agencies in Title I of the bill, the request was \$10.81 billion, or 36.1% of the total requested. For EPA, funded by Title II of the bill, the request was \$8.15 billion, or 27.3% of the total. For about 20 agencies and other entities typically funded in Title III of the bill, the President requested \$10.95 billion, or 36.6% of the total.

Like enacted appropriations, the levels of requested appropriations differ considerably across agencies based on their functions, alternative funding sources, and Administration initiatives, among other factors. Thus while the President's request covered approximately 30 agencies, funding for a handful accounted for most of the total. For example, the appropriations sought for three agencies—EPA, Forest Service, and Indian Health Service—were more than half (58.3%) of the total requested. Further, about three-quarters (75.6%) of the request was for these three agencies and two others—National Park Service and Bureau of Indian Affairs.

For DOI agencies, the requests ranged from \$71.5 million for the Bureau of Ocean Energy Management to \$2.64 billion for the National Park Service. The individual requests for 5 of the 10 agencies exceeded \$1 billion. Nearly half (48.1%) of the \$10.81 billion requested for DOI agencies was for two agencies—the National Park Service and Bureau of Indian Affairs.

For Related Agencies in Title III, the requested funding levels showed even more variation. The President did not seek funding for National Capital Arts and Cultural Affairs, which had been

funded in previous years, and sought amounts ranging from \$2.4 million for the Commission of Fine Arts to \$4.84 billion for the Forest Service. In addition to the Forest Service, the Indian Health Service would have received more than \$4 billion under the President's proposal. Fourteen agencies would have received less than \$80 million each, including six proposed at less than \$10 million each.

The FY2014 appropriation of \$30.12 billion for Interior, Environment, and Related Agencies was \$206.3 million (0.7%) more than the \$29.91 billion requested by the Administration for FY2014. Nevertheless, DOI agencies collectively received less than sought by the President—\$336.5 million less (3.1%)—and the appropriation for most DOI agencies was lower than requested. The largest differences were for the U.S. Geological Survey, with \$134.9 million (11.6%) less than requested, and the Fish and Wildlife Service, with \$124.6 million (8.0%) less.

By contrast, EPA (Title II) and Related Agencies (Title III) received higher FY2014 appropriations than sought by the President. The EPA appropriation was \$47.0 million higher (0.6%). The appropriation for Title III agencies was \$494.8 million (4.5%) above the request, with higher appropriations for the Forest Service (\$638.2 million higher, 13.2%) being the biggest factor. This was in large part because the Forest Service appropriation included \$600.0 million in additional funds for suppressing wildland fires (provided in P.L. 113-46). Despite the overall higher appropriation for Title III agencies relative to the President's request, most agencies in Title III received level or lower funding relative to the President's request.

FY2014 Appropriations Compared with House and Senate Interior Drafts

No bill providing regular appropriations for FY2014 for Interior, Environment, and Related Agencies was introduced in the House or Senate before the start of the fiscal year on October 1, 2013. On July 31, 2013, the House Appropriations Committee began, but did not conclude, a markup of a draft FY2014 appropriations bill. The markup focused on the draft bill text and accompanying draft committee report approved on July 23, 2013, by the House Appropriations Subcommittee on Interior, Environment, and Related Agencies.²⁰ In addition, on August 1, 2013, the leadership of the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies released a draft bill for FY2014 with an accompanying explanatory statement.²¹

The House and Senate Interior drafts contained widely differing total appropriations for Interior, Environment, and Related Agencies. The House Interior draft contained \$21.71 billion in new appropriations and additional budget authority offset by \$2.63 billion in rescissions of unobligated Department of Energy (DOE) funds and \$1.57 billion in funding transferred from

²⁰ The draft bill text is on the website of the House Committee on Appropriations at <http://appropriations.house.gov/uploadedfiles/bills-113hr-fc-ap-fy2014-ap00-interior.pdf>. The draft committee report is on the website of the House Committee on Appropriations at <http://appropriations.house.gov/uploadedfiles/hrpt-113-hr-fy2014-interior.pdf>. Amounts in this report for the House Interior Subcommittee are taken from the table in this draft committee report. Hereinafter, this draft is referred to as the House Interior draft.

²¹ The draft bill text is on the website of the Senate Committee on Appropriations at <http://www.appropriations.senate.gov/news/fy14-interior-bill-draft>. The explanatory statement is on the website of the Senate Committee on Appropriations at <http://www.appropriations.senate.gov/news/fy14-interior-explanatory-statement>. Amounts in this report for the Senate Interior Subcommittee are taken from the table in this draft explanatory statement. Hereinafter, this draft is referred to as the Senate Interior draft.

DOE for Wildland Fire Management of DOI and the Forest Service. Including the DOI budget authority provided through these offsets, the House Interior draft contained \$24.34 billion.²²

The Senate Interior draft contained \$30.84 billion, including \$675.0 million in emergency appropriations for Wildland Fire Management of DOI and the Forest Service.²³ The Senate Interior total was \$6.50 billion (26.7%) higher than the House Interior total of \$24.34 billion. The Senate Interior draft recommended higher levels than the House Interior draft for every agency within the bill except for DOI Departmental Offices. The higher House Interior total for DOI Departmental Offices stemmed from the inclusion of \$410.0 million for the Payments in Lieu of Taxes program, which compensates counties and local governments for non-taxable lands within their jurisdictions.²⁴ The largest dollar difference between the House and Senate Interior drafts was in the recommendations for EPA; the Senate Interior level of \$8.48 billion was \$2.96 billion (53.6%) more than the House Interior level of \$5.52 billion.

The FY2014 appropriation of \$30.12 billion was \$5.78 billion (23.7%) more than the House Interior draft total of \$24.34 billion. With one exception, the FY2014 appropriation contained higher funding for agencies throughout the bill than was recommended in the House Interior draft. The largest dollar difference was for EPA, for which the appropriation was \$2.68 billion (48.6%) higher than recommended in the House Interior draft. In particular, the appropriation for the STAG account was \$2.04 billion higher than the level in the House Interior draft. Other agencies with FY2014 appropriations exceeding \$100.0 million more than the level in the House Interior draft, and the increases, were: Fish and Wildlife Service (\$368.7 million, 34.8%), Indian Health Service (\$305.0 million, 7.4%), National Park Service (\$268.3 million, 11.7%), Bureau of Indian Affairs (\$184.5 million, 7.9%), Smithsonian Institution (\$144.7 million, 21.9%), and Forest Service (\$141.4 million, 2.6%). Only DOI Departmental Offices would have received higher funding (\$308.6 million higher, 33.1%) in the House Interior draft than was appropriated. This was largely because the House Interior draft included appropriations for the Payments in Lieu of Taxes program.

The FY2014 appropriation of \$30.12 billion was \$717.0 million (2.3%) less than the \$30.84 billion recommended in the Senate Interior draft. With one exception, the FY2014 appropriation provided funding lower than or equal to the recommendations in the Senate Interior draft. The largest dollar difference was for EPA, for which the appropriation was \$281.4 million (3.3%) less than the level in the Senate Interior draft. Only the Office of Surface Mining Reclamation and Enforcement received higher FY2014 appropriations (\$7.1 million higher, 5.0%) than contained in the Senate Interior draft.

Table 2 identifies FY2014 appropriations for Interior, Environment, and Related Agencies. Data column one presents the President's request for FY2014 appropriations. Data column two provides the recommendation of the House Appropriations Subcommittee on Interior, Environment, and Related Agencies. Data column three contains the recommendation of the leaders of the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies. Data column four shows the enacted appropriations.

²² The total included \$24.28 billion in discretionary appropriations and \$61.7 million in mandatory appropriations. Hereinafter, unless otherwise specified, \$24.34 billion is used as the House Interior draft total.

²³ Specifically, the Senate Interior draft contained \$75.0 million for DOI Wildland Fire Management and \$600.0 million for Forest Service Wildland Fire Management.

²⁴ For information on the Payments in Lieu of Taxes Program, including current funding issues, see CRS Report RL31392, *PILT (Payments in Lieu of Taxes): Somewhat Simplified*, by M. Lynne Corn.

Table 2. Interior, Environment, and Related Agencies: FY2014 Appropriations
(\$ in thousands)

Bureau or Agency	FY2014 Requested	FY2014 House Interior Subcomm.	FY2014 Senate Interior Subcomm. Leaders	FY2014 Approps.
<i>Title I: Department of the Interior</i>				
Bureau of Land Management	1,144,085	1,023,270	1,115,667	1,106,501
U.S. Fish and Wildlife Service	1,551,961	1,058,700	1,518,479	1,427,367
National Park Service	2,636,217	2,293,241	2,639,753	2,561,519
U.S. Geological Survey	1,166,855	967,342	1,095,029	1,032,000
Bureau of Ocean Energy Management	71,549	55,742	71,549	69,000
Bureau of Safety and Environmental Enforcement	98,162	70,834	98,162	78,644
Office of Surface Mining Reclamation and Enforcement	142,968	142,356	142,968	150,112
Bureau of Indian Affairs	2,562,571	2,346,744	2,557,292	2,531,273
Departmental Offices ^a	617,206	931,362	628,896	622,749
Department-Wide Programs ^b	861,438	930,721	991,527 ^c	934,343
State Royalty Administrative Cost Deduction	-42,000	-39,000	-39,000	-39,000
Rescission of DOE Emergency Funding	0	-1,316,817	0	0
Subtotal: Title I: Department of the Interior	10,811,012	8,178,617	10,820,322^c	10,474,508
Subtotal: Title II: Environmental Protection Agency	8,153,000	5,519,993	8,481,377	8,200,000
<i>Title III: Related Agencies</i>				
Forest Service	4,841,457	5,338,233	5,499,043 ^d	5,479,611
Indian Health Service	4,430,637	4,129,539	4,434,515	4,434,515
National Institute of Environmental Health Sciences	79,411	63,632	79,411	77,349
Agency for Toxic Substances and Disease Registry	76,215	61,434	76,215	74,691
Council on Environmental Quality and Office of Environmental Quality	3,009	2,550	3,009	3,000
Chemical Safety and Hazard Investigation Board	11,484	8,964	11,484	11,000
Office of Navajo and Hopi Indian Relocation	8,100	0	8,100	7,341
Institute of American Indian and Alaska Native Culture and Arts Development	11,369	0	9,369	9,369
Smithsonian Institution	869,233	660,338	838,752	805,000
National Gallery of Art	144,215	103,985	136,884	133,000

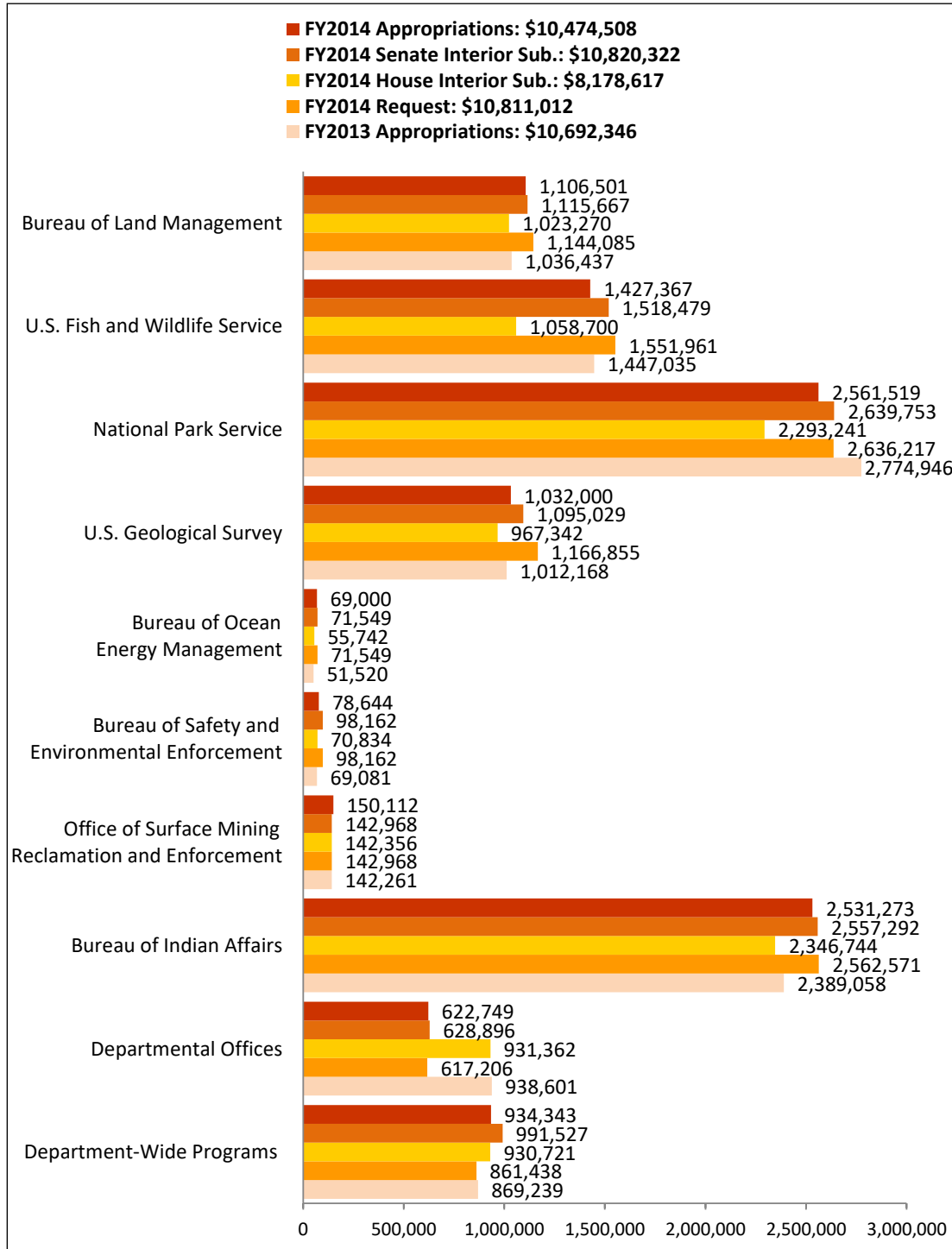
Bureau or Agency	FY2014 Requested	FY2014 House Interior Subcomm.	FY2014 Senate Interior Subcomm. Leaders	FY2014 Approps.
John F. Kennedy Center for the Performing Arts	34,398	29,801	34,398	34,398
Woodrow Wilson International Center for Scholars	10,500	0	10,500	10,500
National Endowment for the Arts	154,466	75,000	154,466	146,021
National Endowment for the Humanities	154,465	75,000	154,465	146,021
Commission of Fine Arts	2,406	1,941	2,406	2,396
National Capital Arts and Cultural Affairs	0	1,000	2,000	2,000
Advisory Council on Historic Preservation	6,531	5,689	6,531	6,531
National Capital Planning Commission	8,084	6,594	8,084	8,084
U.S. Holocaust Memorial Museum	52,385	41,081	52,385	52,385
Dwight D. Eisenhower Memorial Comm.	51,000	0	12,000	1,000
Rescission of DOE Emergency Funding	0	-1,316,817	0	0
Subtotal: Title III: Related Agencies	10,949,365	8,007,476	11,534,017^d	11,444,212
Total: Interior, Environment, and Related Agencies^e	29,913,377	21,706,086	30,836,716	30,119,720

Source: Prepared by CRS with data from the House and Senate Appropriations Committees.

- The DOI Departmental Offices amounts include the Office of the Secretary, Insular Affairs, Office of the Solicitor, Office of Inspector General, and Office of Special Trustee for American Indians.
- The DOI Department-Wide Programs amounts include Wildland Fire Management, Central Hazardous Materials Fund, Natural Resources Damage Assessment Fund, and Working Capital Fund.
- This amount includes a \$75.0 million Wildfire Suppression Emergency Appropriation in Title V of the draft.
- This amount includes a \$600.0 million Wildfire Suppression Emergency Appropriation in Title V of the draft.
- Amounts generally do not reflect scorekeeping adjustments. The FY2014 request reflected appropriations of \$29.94 billion and rescissions of \$30.0 million. The FY2014 House Interior Subcommittee total reflected \$24.34 billion in appropriations, including \$1.57 billion through transfer of funds from DOE, and \$2.66 billion in rescissions (primarily of unobligated DOE balances). The FY2014 Senate Interior total was comprised of \$30.19 billion in appropriations, including \$11.1 million by transfer, \$675.0 million in emergency appropriations, and \$28.0 million in rescissions. The total also reflected \$1.0 million in the Senate Interior Subcommittee leaders' draft for stewardship contracting, which is not shown elsewhere in the column. The FY2014 appropriation reflected \$30.16 billion in appropriations, including \$1.0 million for stewardship contracting not shown in the column amounts above, and rescissions of \$35.5 million. It also reflected \$628.5 million for Wildland Fire Management under P.L. 113-46 (including a rescission in P.L. 113-76).

For agencies within the Interior, Environment, and Related Agencies appropriations bill, the three bar graphs below compare FY2014 enacted appropriations with FY2013 total appropriations; FY2014 requested appropriations; FY2014 appropriations recommended by the House Appropriations Subcommittee on Interior, Environment, and Related Agencies; and FY2014 appropriations recommended by the leaders of the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies. **Figure 2** pertains to DOI agencies in Title I of the bill; **Figure 3** pertains to EPA, in Title II; and **Figure 4** depicts appropriations for Related Agencies in Title III.

Figure 2. Title I. Department of the Interior: FY2013 and FY2014 Appropriations
(\$ in thousands)



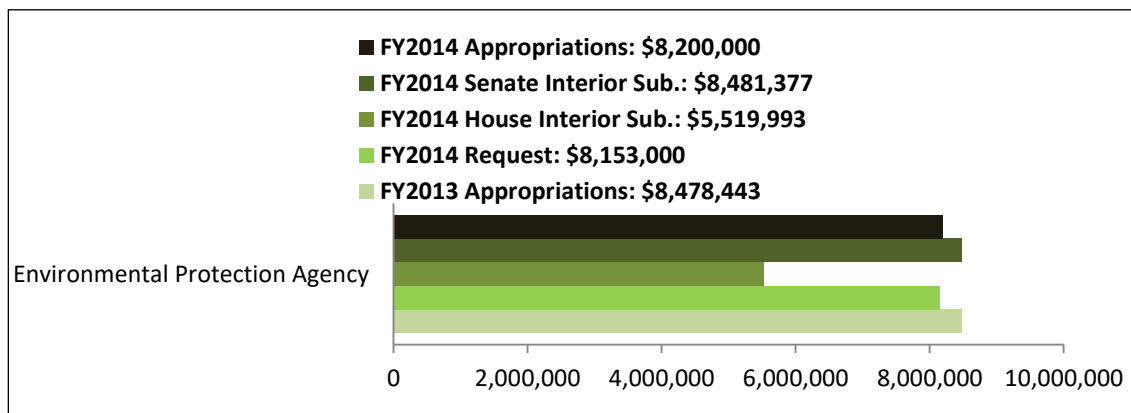
Source: Prepared by CRS with data from the House Appropriations Committee, Senate Appropriations Committee, and DOI Office of Budget.

Notes: FY2013 and FY2014 appropriations reflect supplemental appropriations. FY2013 appropriations also reflect sequestration and an across-the-board rescission under P.L. 113-6.

The DOI totals at the top of the figure are different than the sum of the appropriations levels in the bars in the figure. This is because the totals at the top of the figure reflect a state royalty administrative cost reduction that is not shown in the bars in the figure. Further, the House Interior Subcommittee total reflects other components of the Subcommittee's recommendation that are not reflected in the bars in the graph, such as a \$1.32 billion rescission of unobligated DOE funds, which offsets new appropriations for DOI.

The Senate Interior Subcommittee total (at the top of the figure) includes a \$75.0 million Wildfire Suppression Emergency Appropriation in Title V of the Senate Interior draft. This funding also is included in the Department-Wide Programs total used in the figure.

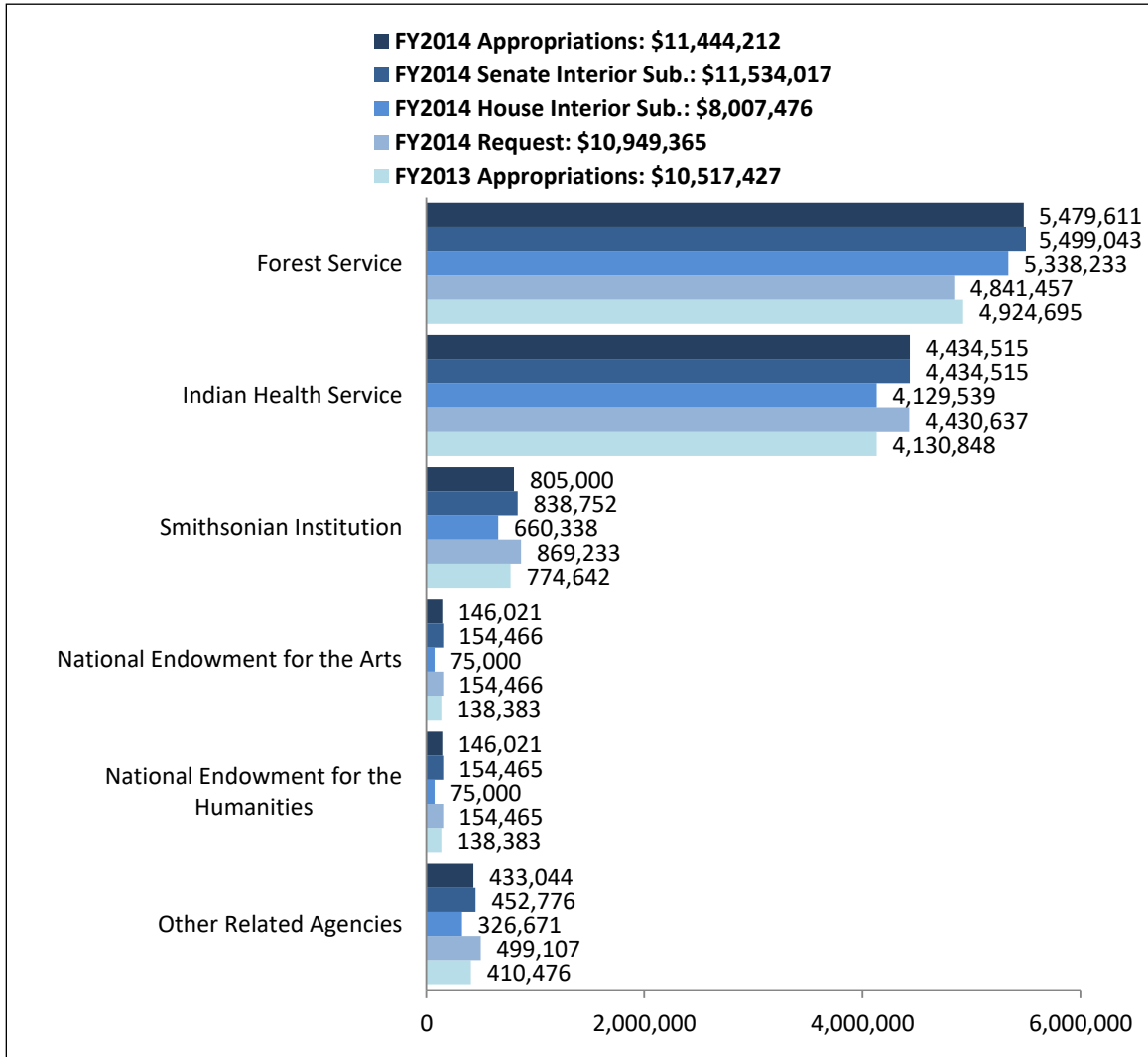
Figure 3. Title II. Environmental Protection Agency: FY2013 and FY2014 Appropriations
(\$ in thousands)



Source: Prepared by CRS with data from the House Appropriations Committee and Senate Appropriations Committee.

Notes: FY2013 appropriations reflect supplemental appropriations, sequestration, and an across-the-board rescission under P.L. 113-6.

Figure 4. Title III. Related Agencies: FY2013 and FY2014 Appropriations
(\$ in thousands)



Source: Prepared by CRS with data from the House Appropriations Committee, Senate Appropriations Committee, and agency budget offices.

Notes: FY2013 and FY2014 appropriations reflect supplemental appropriations. FY2013 appropriations also reflect sequestration and an across-the-board rescission under P.L. 113-6.

The House Interior Subcommittee total at the top of the figure is different than the sum of the appropriations levels in the bars in the figure. This is because the total reflects other components of the Subcommittee's recommendation that are not reflected in the bars in the graph, such as a \$1.32 billion rescission of unobligated Department of Energy funds, which offsets new appropriations for Title III agencies.

The Senate Interior Subcommittee total (at the top of the figure) includes a \$600.0 million Wildfire Suppression Emergency Appropriation in Title V of the Senate Interior draft. This funding also is included in the Forest Service total used in the figure.

FY2014 Appropriations Compared with FY2012 Appropriations

The FY2014 appropriation of \$30.12 billion for Interior, Environment, and Related Agencies was an increase of \$891.4 million (3.0%) over the FY2012 appropriation of \$29.23 billion. Collectively, DOI agencies (Title I) and Related Agencies (Title III) received increased appropriations over FY2012, while EPA appropriations declined. DOI appropriations increased overall from \$10.30 billion to \$10.47 billion, or \$174.7 million (1.7%). This increase can be attributed mainly to the manner of funding Willdland Fire Management. In FY2012, rescissions of unobligated balances and emergency suppressions funds were used as offsets to new appropriations, resulting in a lower appropriation for Wildland Fire Management for FY2012. It is worth noting that for FY2014, several DOI agencies received lower or level funds relative to FY2012.

The EPA appropriation of \$8.20 billion for FY2014 was \$249.4 million (3.0%) lower than the FY2012 level of \$8.45 billion. The agency's accounts received varying decreases, with the largest dollar decline (-\$125.0 million) for the Hazardous Substance Superfund account. This account supports the assessment and cleanup of contaminated sites administered under EPA's Superfund program.

The FY2014 appropriation of \$11.44 billion for Title III agencies was an increase of \$965.1 million (9.2%) over the FY2012 level of \$10.48 billion. This overall increase was primarily the result of additional FY2014 appropriations for the Forest Service for Wildand Fire Management. The use of emergency suppression funds in FY2012 as an offset for new appropriations, and additional funds for fire suppression for FY2014, contributed to an increase of \$885.4 million (19.3%) for the Forest Service over FY2012.

Table 3 contains total appropriations for FY2012 through FY2014 for Interior, Environment, and Related Agencies and the appropriation for each title of the bill. Specifically, data column one provides the FY2012 appropriation. Data column two presents the FY2013 full-year appropriations (in P.L. 113-6) and reimbursements for fire transfers (in P.L. 112-175); data column three shows the FY2013 supplemental appropriation for disaster relief; and data column four provides the FY2013 total appropriation. Data column five shows the President's request for FY2014 appropriations. Data column six provides the recommendation of the House Appropriations Subcommittee on Interior, Environment, and Related Agencies, while data column seven contains the recommendation of the leaders of the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies. Data column eight presents the FY2014 appropriations.

Table 3. Interior, Environment, and Related Agencies: FY2012-FY2014 Appropriations
(\$ in thousands)

Bureau or Agency	FY2012 Approps.	FY2013 Approps.	FY2013 Supp. Approps. (P.L. 113-2)	FY2013 Total Approps.	FY2014 Requested	FY2014 House Interior Subcomm	FY2014 Senate Interior Subcomm . Leaders	FY2014 Approps.
Subtotal: Title I: Department of the Interior	10,299,776	9,905,624	786,722	10,692,346	10,811,012	8,178,617	10,820,322 ^a	10,474,508

Bureau or Agency	FY2012 Approps.	FY2013 Approps.	FY2013 Supp. Approps. (P.L. 113-2)	FY2013 Total Approps.	FY2014 Requested	FY2014 House Interior Subcomm	FY2014 Senate Interior Subcomm Leaders	FY2014 Approps.
Subtotal: Title II: Environmental Protection Agency	8,449,385	7,901,104	577,339	8,478,443	8,153,000	5,519,993	8,481,377	8,200,000
Subtotal: Title III: Related Agencies	10,479,159	10,511,347	6,080	10,517,427	10,949,365	8,007,476	11,534,017 ^b	11,444,212
Total: Interior, Environment, and Related Agencies ^c	29,228,320	28,318,075	1,370,141	29,688,216	29,913,377	21,706,086	30,836,716	30,119,720

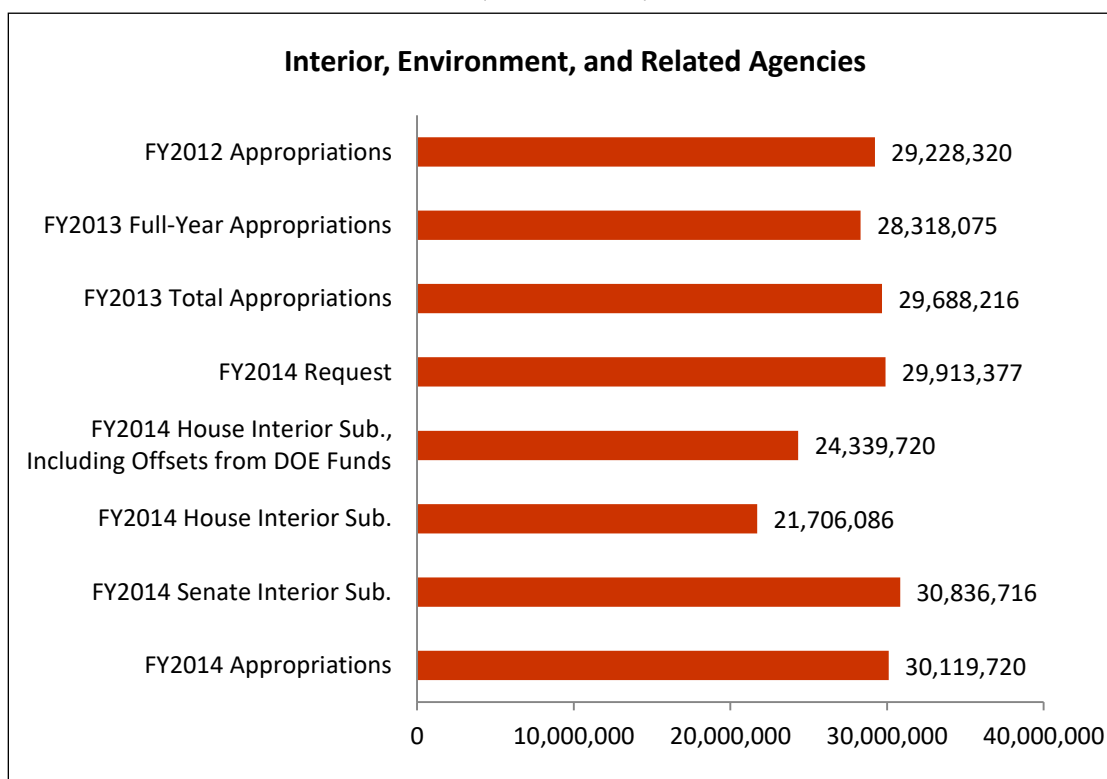
Source: Prepared by CRS with data from the House Appropriations Committee, Senate Appropriations Committee, and agency budget offices.

- a. This amount includes a \$75.0 million Wildfire Suppression Emergency Appropriation in Title V of the Senate Interior draft.
- b. This amount includes a \$600.0 million Wildfire Suppression Emergency Appropriation in Title V of the Senate Interior draft.
- c. Amounts generally do not reflect scorekeeping adjustments. The FY2012 total reflects appropriations of \$29.39 billion and rescissions of \$166.0 million. FY2013 amounts reflect the President's sequester order of March 1, 2013, and an across-the-board rescission of 0.2% under P.L. 113-6. The appropriation in data column two reflects FY2013 full-year appropriations in P.L. 113-6 and reimbursements for fire transfer in P.L. 112-175. It included \$28.41 billion in appropriations and \$87.5 million in rescissions. The total appropriation in data column three was provided in P.L. 113-2, as reduced by the sequester. Specifically, the law provided \$1.44 billion in supplemental appropriations for disaster relief for various agencies and programs, which total was reduced to \$1.37 billion under the sequester. The FY2013 total appropriation in data column four is the sum of the appropriations in the prior two columns. The FY2014 request reflected appropriations of \$29.94 billion and requested rescissions of \$30.0 million. The FY2014 House Interior Subcommittee total reflected \$24.34 billion in appropriations, including \$1.57 billion through transfer of DOE funds, and \$2.66 billion in rescissions (primarily of unobligated DOE balances). The FY2014 Senate Interior total was comprised of \$30.19 billion in appropriations, including \$11.1 million by transfer, \$675.0 million in emergency appropriations, and \$28.0 million in rescissions. The total also reflected \$1.0 million in the leadership draft for stewardship contracting, which is not shown in the column amounts above. The total FY2014 appropriation reflected appropriations of \$30.16 billion, including \$1.0 million for stewardship contracting not shown in the column amounts above, and rescissions of \$35.5 million. It also reflected \$628.5 million for Wildland Fire Management under P.L. 113-46 (including a rescission in P.L. 113-76).

Figure 5 below depicts total appropriations for Interior, Environment, and Related Agencies from FY2012-FY2014. Specifically, it illustrates the FY2012 total appropriation; FY2013 full-year appropriations (in P.L. 113-6) and reimbursements for fire transfers (in P.L. 112-175); FY2013 total appropriations; FY2014 appropriations requested by the President; FY2014 recommendations of the House Appropriations Subcommittee on Interior, Environment, and Related Agencies; FY2014 recommendations of the leaders of the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies; and FY2014 enacted appropriations.

Figure 5. Appropriations for Interior, Environment, and Related Agencies: FY2012, FY2013, and FY2014 Appropriations

(\$ in thousands)



Source: Prepared by CRS with data from the House Appropriations Committee, Senate Appropriations Committee, and DOI Office of Budget.

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